

CITY OF SUNNYVALE REPORT **Planning Commission**

July 25, 2005

SUBJECT:

2005-0556 - 430 Toyama LLC [Applicant] Ivy Chi Trustee

[Owner]: Application for related proposals on a 32,000 square-foot site located at 1038 Morse Avenue (near Toyama Dr) as the second phase of a related development in an MS/ITR/R3/PD (Industrial & Service/ Industrial to Residential/Medium Density Residential/Planned

Development) Zoning District;

Motion

Special Development Permit to develop 17 townhomes, and

Motion

Tentative Map to subdivide one lot into 17 lots and one

common lot.

REPORT IN BRIEF

Existing Site Conditions

One General Industrial building

Surrounding Land Uses

North

Existing General Industrial Buildings

South

Existing General Industrial Buildings

East

Existing Office Building

West

Medium Density Apartment Complex

Issues

Site design, incorporating design with Phase I of project and interaction with transitioning adjacent

uses.

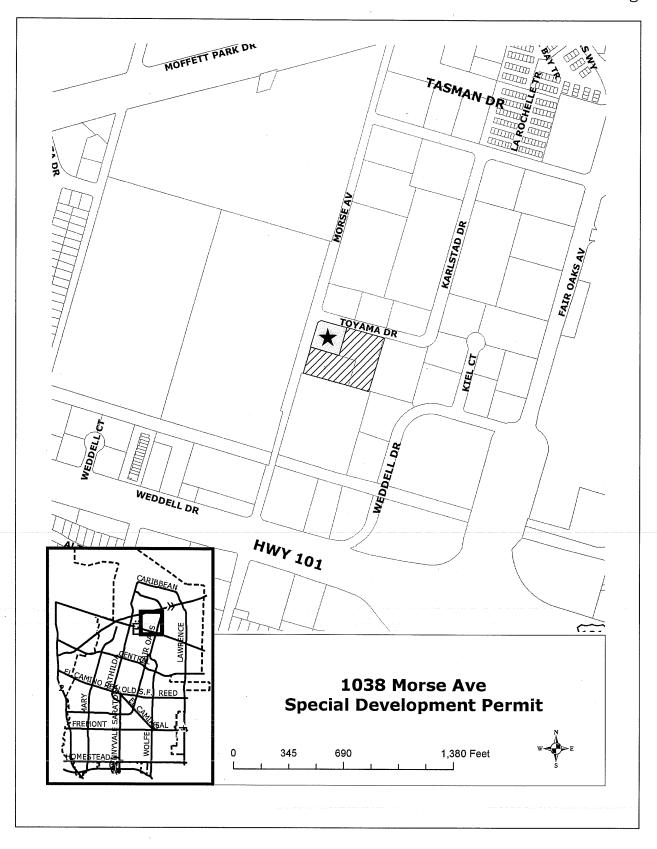
Existing Site Conditions

One General Industrial building

Staff

Approve with Conditions, including redirection of one

Recommendation unit



PROJECT DATA TABLE

	EXISTING	Phase I	Phase I & II	Phase I & II REQUIRED/ PERMITTED
General Plan	ITR MIX	ITR MIX	ITR MIX	ITR MIX
Zoning District	MS/ITR/	MS/ITR/	MS/ITR/	
Zoning District	R-3/PD	R-3/PD	R-3/PD	
	151,742 s.f.	1,057-1,505	1,057-1,505	min.
	(3.48 acres)	per lot	per lot	Per SDP
Lot Size (s.f.)	, , ,	+ 55,321	+ ~65,915	
		Common Area	Common Area	
Gross Floor Area	67,840	122,856	156,917	max. per SDP
(s.f.)	0.,0.0	122,000	100,517	max. per obr
Lot Coverage (%)	54	37.1	38	40 max.
No. of Units	0	50	67	83 max.
Density	na	18.8	19.2	24 max.
(units/acre)	,	10.0	10.4	2 / 11101.
Meets 75% min?	na	Yes	Yes	18 min.
Bedrooms/Unit	na	3 bedrooms	3 bedrooms	
	na	28 x Plan 1=	34 x Plan 1=	N/A
	·	2,409	2,409	,
Timit Cinca (a.f.)		18 x Plan 2=	22 x Plan 2=	
Unit Sizes (s.f.)		2,484	2,484	
		8 x Plan 3=	15 x Plan 3=	
		2,541	2,541	
Lockable	na	varies min. of	varies min. of	300 cu. ft.
Storage/Unit		384	308	min.
cu/ft				
No. of Buildings	3	14	18	
On-Site				
*Distance	na	24	11	23 ft min.
Between				
Buildings				
Building Height (ft.)	25	38	38	Per SDP
No. of Stories	2	3	3	Per SDP
Setbacks (facing pr	op.)			
• *Front	35	15	10	15 min.
• Left Side	20	15	10	9 min.
• Right Side	20	8	8	per SDP
(Phase I)				<u>.</u>
• Rear (Phase I)	25	8	8	per SDP
Landscaping (sq. ft	:.)			
• *Total	7,000	21,545	28,064	30,144 min.
Landscaping			·	





	EXISTING	Phase I	Phase I & II	Phase I & II REQUIRED/ PERMITTED
• Landscaping/ Unit	na	430	561	425 min.
• Usable Open Space/Unit	na	472	451**	400 min.
• *Frontage Width (ft.)	25	18	10	15 ft. min. (per SDP)
• Parking Lot Area Shading (%)	Unknown	52%	52%	50% min. in 15 years
• Water Conserving Plants (%)	Unknown	70%	70%	70% min.
Parking				
• Total No. of Spaces	na	125	168	168 min.
No. of Covered (Garage)	na	100	134	134 min.
• No. of Unassigned Guest	na	25	34	34 min.
No. of Standards	na	11	22	21 min.
No. of Compacts / % of total	na	13 (22%)	11 (35%)	11 (35%) max.
*No. of Accessible	na		1	2 min.
Driveway Aisle Width (ft.)	26	22 + 2 easement	22 + 2 easement	per SDP
Bicycle Parking	none	50 w/in units + 6 guest	67 w/in units + 1 rack	22 Class I + 5 Class II (rack) min.
Stormwater	-			
• Impervious Surface Area (s.f.)	108,740	93,530	123,678	per SDP
• Impervious Surface (%)	92	80	82	per SDP

^{*} Requested Deviations to the Sunnyvale Municipal Code that are unique to Phase II (does not include those deviations permitted for Phase I in project 2004-0650).





^{**} This calculation includes the corner frontage by the intersection of Morse and Toyama, which is not permissible Usable Open space.

ANALYSIS

Background

This project is being reviewed as Phase II of a previous project on the neighboring two sites that was approved in September 2004 for 50 townhomes. At the time of submittal of the Phase I development, the applicant had not been able to secure this subject property. Since that time, the property has become available and the applicant would like to include this parcel to add 17 units to the overall development. As three of the proposed townhomes for the revised site plan cross the property boundary between the sites, impacting several components of the original project, this application is being viewed as a second phase of the overall design and it re-opens discussion on the overall project.

Previous Actions on the Site: The following table summarizes previous planning applications related to the subject site.

File Number	Brief Description	Hearing / Decision	Date
1981-0303	Use Permit for an unenclosed storage with an 8 ft fence.	Administrative Hearing / Approved	6/10/81
1979-0350	Revocation of Use Permit for unenclosed storage area based on failure to comply with conditions of approval.	Planning Commission / Continued	6/25/79
1978-0407	Use Permit for unenclosed storage area (5,508 sq. ft.) for sheet metal and trucks.	Administrative Hearing / Approved	9/13/78
1977-0588	Use Permit to allow addition and partial use of site for restaurant use.	Planning Commission / Approved	12/12/77
1977-0318	Variance to allow 39 off-street parking spaces for proposed sandwich shop.	Planning Commission / Approved	12/12/77

Description of Proposed Project

The proposed project provides for the redevelopment of an existing industrial and office building to 17 townhome ownership units. The project incorporates a through-street which connects from Phase I of the project. The townhomes include landscaping, walk up townhome units with 2-car garages, and parking areas for guests. A common open space area is located in the Phase I portion of the overall development; the previously approved common area will be modified to include a pergola to provide a semi-covered meeting area in lieu of a community room. Abutting uses, to the south of the overall property, include operating office and

general industrial uses. There is a residential development across Morse Avenue to the west of the site. The area is intended for, and currently in transition from, industrial and office uses to medium and high-density residential uses.

Environmental Review

A Negative Declaration has been prepared in compliance with the California Environmental Quality Act provisions and City Guidelines. An initial study has determined that the proposed project would not create any significant environmental impacts (see Attachment 3, Initial Study).

Noise: The applicant submitted a Noise Assessment Study as part of the Phase I application (see Attachment F). The Noise study concluded that no mitigations are required for construction of residential units on the neighboring site, which staff determines as comparable to the subject site.

Special Development Permit

Use: The proposed project includes demolition of one existing industrial building and the development of a new residential 17-unit townhome complex. Three of the 17 units overlap onto the Phase I site, removing a formerly approved landscaped area. The units are all 3-bedroom and intended for individual ownership. Two-car garages and storage rooms are provided on the ground floor, living room and kitchen on the 1st floor and bedrooms on the 2nd floor. The ground floor is not conditioned space and the rooms labeled as "storage" rooms do not qualify as habitable space for the purpose of a bedroom or office. Each unit has a built-up landing and patio area creating a walk-up split-level entrance within the home.

GROSS FLOOR AREA	Plan 1	Plan 2	Plan 3
Units (Phase II only)	6	4	7
Units (Phase I & II)	34	22	15
2nd Floor (S.F.)	789	837	842
1st Floor (S.F.)	826	842	898
Ground Floor (S.F.)	703	748	740
Garage (S.F.)	406	407	436
Storage (S.F.)	297	~341	304
Total Gross (S.F.)	2,318	2,427	2,480
Porch (S.F.)	142	127	107

Site Layout:

The 32,000 square foot (0.75-acre) subject site is a corner lot with frontage along both Morse Avenue and Toyama Avenue. The entire project, including both Phase I and Phase II, totals 151,742 square feet (3.48 acres). Walk-up townhome units front onto the public streets with rear garage access. The internal units are arranged around elevated paths with front doors opposite each other. The units are grouped with 14 separate buildings ranging in size from 3 to 5 units. Private streets circulate through the interior of the site, resulting in 2 new North-South

streets and 2 new East-West streets. Pedestrian circulation is provided along the streets that run along the side of townhomes. There are no interior sidewalks located in the Phase II portion of the plan.

Each unit has a front patio or porch area for private use by the occupants. The open patio areas vary and are about 150-250 square feet. The primary common usable area is an open "square" of approximately 2,400 square feet. The square will include a pergola, which is an upgrade to the Phase I plans (see Condition of Approval 20). The Phase I portion of the project provides a secondary usable open space by the buildings being situated a minimum of 12 feet from a perimeter property line.

The subject site is located on a corner lot and buffered by the previously approved Phase I project. Abutting the entire site (Phases I and II) are existing industrial and office buildings. Solid walls at a minimum of 6 feet in height and landscape buffers were approved around the perimeter between the industrial uses and the proposed project as part of the Phase I approval. Four trash enclosures are proposed for the entire site, with three of the enclosures within the side yard setbacks as approved through the Phase I review.

The following Guidelines were considered in analysis of the project site design.

Design Policy or Guideline (Site Layout)	Comments
B1. Locate site components such as structures, parking, driveways, walkways, landscaping and open spaces to maximize visual appeal and functional efficiency.	Guest parking is most efficiently congregated around the internal common area with small nodes of visitor parking throughout. Trash enclosures are conveniently located for occupant access. Landscaping provides a buffer between adjacent uses, enhanced private streetscape and shading, and it complements the public street frontages and architecture. The building footprints of Phase II do not allow for the same commitment to pedestrian walkways, as demonstrated in Phase I.
Fair Oaks and Tasman. Guidelines BD2 Try to maintain a well-defined street edge. BD 4 Provide direct entrances to street-level residential units to support an intimate streetscape.	Walk up townhome entries and minimum front setbacks define street edges and provide direct access to the elevated front patios and front entrances. However, staff is concerned with the bulky appearance of the Morse and Toyama corner and recommends one less townhome to allow for more open area and potential landscaping.

Design Policy or Guideline (Site Layout)	Comments
SL 1 Private streets and driveways within development shall be designed for pedestrian use with sidewalks on a least one side.	most of the private streets and link to

Architecture:

The entire project includes 18 buildings with a mixture of 3-5 units per building and three different three-bedroom floor plans. Each of the buildings uses a combination of roof forms and material changes to distinguish the units but do not create the traditional uniform row house appearance. The units are designed around a raised patio or porch of approximately 5 feet with a split-level entry within the unit. The overall height of the proposed three-story buildings, including slight grading up of the site, will be approximately 39 feet.

The existing apartment complex across Morse Avenue is a Mission style project, the Sobrato apartment complex one block north on Morse is a Tuscan style development, and the Pulte townhome project a few blocks north is a contemporary stucco rowhouse design with brick accents. Staff is supportive of the proposed design concept and believes the project contributes diversity to this transitioning neighborhood.

The one major deficiency in the design of the project which will require a modification is based on recently approved State legislation (Senate Bill 1025) which requires that 10% of the units be handicap accessible at the ground floor. This requirement shall only apply to the Phase II component of the project as Phase I was approved prior to institution of the requirement. Given the general design of raised patio areas, this will require plan modifications. Staff has discussed the requirement with the applicant and agreement has been reached that two townhomes on the Phase II site will be accessible per the requirements of SB1025.

The design is similar to the previously approved architecture for Phase I of the project. Phase II materials should include a similar mix of colors and materials as previously, including high quality composition roof materials, cement siding, plaster finish, foam trim accents and stone veneer finishes. The patio areas are proposed as precast concrete with decorative finish putting an emphasis, in staff's opinion, on the adjacent landscaping. Railing and accents provide visual interest for this element that is less than ten feet from the sidewalk. The applicant should consider incorporating a tasteful tile or other small accent detail into the wall for increased interest where landscaping does not provide adequate coverage.

As with Phase I, staff recommends that all front facades include wood trim for all elements and not foam trim, consistent throughout the façade. Foam trim is

discouraged as the primary treatment for other elevations as well for consistency and quality of traditional textures on housing facades. In an attempt to continue design diversity for the area, staff believes the applicant should continue to use the coarser stone pattern and a combination of dark and light colors as appropriate. This is in contrast to the common use of narrow, small light colored stone veneers that are becoming commonplace as a visual accent.

The following Guidelines were considered in the analysis of the project architecture.

Design Policy or Guideline (Architecture)	Comments
B1. Break up large buildings into groups of smaller segments whenever possible to appear smaller in mass and bulk.	Within each building group individual unit articulation and building material choices break down the mass of the
C1.2.2 Encourage development of diversified building forms and intensities.	buildings and provide identification of individual units within the overall architectural theme. Within the
C3. Develop a comprehensive architectural theme for multi-building complexes. Unify various site components through use of similar design, material and color.	neighborhood the architecture provides compatible diversity of style to recently developed adjacent projects.

Landscaping:

The site does not achieve a landscaping percentage of 20% for the entire site on the conceptual landscape plan. Further, the Open Space calculation includes area not permitted by the City Code. A landscaped strip formerly located between the Phase I and Phase II sites has been displaced by the proposed overlap of 3 townhomes between the two sites. This proposed layout includes the removal of 4 mature trees identified for preservation during the Phase I approval process.

The applicant has grouped the majority of the open space to a common area square and also included landscaping along the streetscape for the private streets, with a planter strip on one side of the street and a pedestrian path on the other side. This planter strip was an adjustment proposed by the applicant during the project review for Phase I to attain the City's shading requirement by providing tree shading for parking lots in the project. The common square is indicated to contain picnic tables as well as aesthetic plantings and design features. The common area and landscaping does not align with the stormwater management plan at this time and would be resolved as a condition of approval. Additionally, appropriate pedestrian oriented lighting will be reviewed as part of the final landscape plan.

The current site has 9 trees of which 5 are proposed for removal and 4 are to be retained. The trees proposed for removal are 3 Crape Murtle and 2 Cherry. These are not considered protected trees under the City code. This project also calls from the removal of an additional 4 trees that are located along the property line and

had been preserved as a condition of approval for the previous project. The previously preserved trees are 2 Chinese Pistache, and 2 Italian Stone Pine. The trees proposed for removal are in the path of development footprints. The City Arborists did not recommend that site design changes be implemented to preserve additional trees. Final replacement species selection and suitability will be reviewed per the final landscaping plan submitted at the time of building permit review.

The City Arborist concurred with the recommendations by the Project Arborist to remove the Ash located under the high voltage even though the high voltage is to be underground. These trees have been pruned to clear high voltage for so long that they would never develop a canopy structure as well as the Ash trees across the street have. Replacement with two or three "Yarwood" London Plane would be consistent with Phase I replacement street trees (Condition of Approval 21).

Staff is recommending a condition that the street trees be replaced in conformance with the previously approved street tree for the Phase I development.

The following Guidelines were considered in analysis of the project landscaping.

Design Policy or Guideline (Landscape)	Comments
A4 Properly landscape all areas not covered by structures, driveways and parking.	
A2 Preserve and incorporate existing natural features, particularly trees, on a site into the landscape design of projects.	The proposed footprint results in the loss of 4 trees previously identified for preservation during the Phase I project approval.

Parking/Circulation:

The project meets the bicycle and vehicle parking requirements in terms of the number of spaces, percent compact, and dimensions of spaces and access for 3-bedroom townhomes with two-car garages. Secured bicycle parking is provided for within each of the townhomes' garages or storage rooms. One bike rack approved for the Phase I project; it is to be located across the street from the open square common area. Staff recommends one additional bike rack being required for the Phase II portion of the development.

For the Phase I project, vehicle and pedestrian circulation was provided via a private through-street and sidewalk from Morse to Toyama Avenue. The Phase II design does not provide similar levels of access. Staff recommends providing an additional walkway between building 18 and 3 as well as between building 15 and 2 to provide more direct street access for the Phase II portion of the project.

Street frontage improvements will provide for wide sidewalks and pedestrian streetscape elements in accordance with the Fair Oaks/Tasman Pedestrian and Bicycle Circulation Plan. Although the site is situated near a proposed east west pedestrian circulation route in the Fair Oaks/Tasman plan, staff recommends the path to be located on the City owned property to the south when it is developed as a park.

The private street includes decorative pavers to enhance the design. Pedestrian paths will be physically separated or include special design materials or markings to designate the pedestrian space from vehicle space. The pedestrian sidewalk is required to be in compliance with requirements of the Americans with Disability Act. The Phase II portion of the development does not provide the same opportunity for sidewalks along the private streets. However, staff recommends requiring walkways within the site to allow pedestrian access to Morse and Toyama.

Stormwater Management:

The submittal for the planning stage of Phase I was not an adequate plan that fully meets the Stormwater Management Plan (SMP) requirements. The preliminary stormwater management plan for Phase I included the uses of bioswales and inlet catch basin filters. Given the low permeability of soils, staff had recommended alternative or additional Best Management Practices (BMPs) be used.

The previous Planning permit approval (Phase I) was conditioned to require a complete SMP prior to issuance of Building permits. Given that the proposed Phase II impacts the layout of Phase I (i.e. placement of buildings / impervious surface in the former landscaped area), this project requires a SMP for the entire site. If not submitted prior to the Planning permit process, this project will also be conditioned to require an approved (and 3rd party certified) SMP prior to issuance of Building Permits. The SMP is required during the planning stage because if the site plan is determined to not allow for adequate on-site stormwater treatment, then the site needs to be re-designed and return to the public hearing process.

The plan submitted for Phase II does not meet the SMP requirements. It needs to include the sizing criteria calculations, identify which treatment tools will be used, and provide for on-site treatment of all stormwater. The plan submitted simply references some basic BMPs and notes that the stormwater will be discharged to the municipal stormwater system.

The proposed layout removed the previously approved layout for Phase I provided for a landscaping strip that included 4 mature trees. The Phase II site plan calls for removal of the landscaping strip and the trees, and placing townhomes in this area, which is of concern to staff.

Staff recommends reviewing material choices for the pedestrian paths and other permeable materials for these areas to reduce the runoff effects. The common landscaped square programming needs to be rectified with the final stormwater management plan in terms of uses and materials.

Tentative Map

General:

Townhomes include land underneath the units, but the lot areas do not meet general lot design requirements for area and dimensions; therefore, the lots require a deviation to the standards. Justification of providing ownership units is generally acceptable for townhome development lot deviations. As individual units, individual utility services are to be provided to each unit including water, electricity and sewer. Street frontage improvements are required, including sidewalks, luminaries and street trees; no additional right of way is required.

Easements/Undergrounding:

The project site requires undergrounding of all utilities and communication services prior to occupancy. Any existing power poles on the site must be undergrounded. Transformers and similar equipment capable of undergrounding shall be placed underground if located between a public street and the front of any building.

Existing easements on the site are primarily to be vacated as part of the map process as they do not contain any facilities. Service will be provided through the proposed private street to the units.

Compliance with Development Standards

As Phase II of a partially approved project, staff assumes that the permitted deviations for the Phase I of the project (2004-0650) would be similarly approved for this project. Those deviations include:

- 3 stories where 2 is permitted;
- Height of 39 feet where 30 is permitted;
- · Minimum lot area and dimensions;
- Rear yard setback of 12 feet where 20 feet is required; and
- Front yard average setback of 15 where 20 is required.

The requested deviations unique to Phase II are:

- Distance between buildings (11 instead of 23 feet);
- Front yard setbacks of 10 where 15 feet is required (15 was allowed for Phase I);
- Total landscaping (28,064 where 30,144 sq. ft. is required); and
- Number of Accessible spaces (1 where 2 is required) this is required by the Building Code.

In regards to the Citywide Transportation Impact Fee, there is a no net increase in calculated trips as compared to the existing office buildings and no fee is required.

The Fair Oaks/Tasman Plan provides enhanced streetscape frontage improvements to be completed in conjunction with site development. This includes wider sidewalks and alternative luminaries and lower pole height compared to standard city specifications for public street frontages. Additionally the plan identifies, pedestrian paths, intersections enhancement and light rail transit sense of place identification improvements. Staff has included a recommendation for a fair-share contribution towards the adjacent intersection enhancement at Toyama Drive and Morse Avenue and light rail sense of place enhancement on Morse Avenue.

Expected Impact on the Surroundings

The area surrounding this site is designated as ITR (Industrial to Residential) and is following a trend of projects seeking approval and construction within the past 2 years. These projects have all converted industrial space to townhomes or apartments and once a site has transitioned to residential it is no longer able to revert back to industrial use. This project is an improvement on the originally approved Phase I as it includes the corner lot, avoiding the otherwise parcelization of the site and conflict of residential and office/industrial uses in this ITR zoned area. The use of the site may be impacted by the property located to the north of the site, as well as to the east and south of the entire project, which will continue to function as an office and industrial building. A deed declaration within the CC&R disclosing abutting uses is included as a condition of approval.

The impacts to the residents are the potential for more traffic or truck traffic, potential noise, and other impacts from business operations as compared to a homogenous residential neighborhood. Through the Initial Study for CEQA review of this project and the Futures EIR of the early 1990s, no hazardous material problems were identified on the subject site or in relation to the adjacent industrial operations. The impacts on the existing businesses are potential pressure to monitor their business operations to be compatible with neighbors in terms of noise, odors, etc. This pressure could result in businesses choosing to relocate or downsize their operations that may not be compatible with residential uses making their current sites no longer viable for business use. This transition is consistent with the intent of the Futures study and specifically the existing ITR zoning.

An additional impact on the surrounding neighborhood relates to availability of recreational facilities. The site to the south is owned by the City and is identified as planned to be a future 5-acre park. However, during the past year's budget process the park was not programmed into the 20-year projects budget for development and no definitive timeline exists for its conversion to a park. Including the proposed project, existing residents, and projects under construction in the area, the need for the park is increasing and City shall monitor the situation for appropriate action in the future to provide needed park services for the

neighborhood planning area. The John W. Christian Greenway and Orchard Gardens Park provides a trail and linear park for public use southwest of the site. The proposed project is subject to park in lieu fees to support the development of additional park facilities.

Findings, General Plan Goals and Conditions of Approval

The project request for deviations similar to those approved for the Phase I project, such as height for the townhomes, is typical of the proposed development type and allows for logical continuity on the full project. The additionally required deviations of a reduced distance between buildings and reduced front yard setbacks are supported by staff if they provide for specific architectural design features rather then simply to reduce landscaping and usable open space. However, staff can not support the request for reduced landscaping and the reduced usable open space. Further, staff can not support not meeting accessibility requirements (for both parking and architectural design based both on legal requirements (Building Code and recently signed State legislation) as well as support for an important segment of the City's population. These two concerns may be addressed by: 1) reducing the number of proposed units from 17 to 16 and allowing for additional landscaping, and 2) redesigning the conceptual plan to ensure it meets legal accessibility requirements. The applicant has indicated a willingness to comply with the legal requirements but does not concur with staff on the reduction in units. Staff can support this application based on the proposed Condition of Approval to reduce the number of units for the Phase II development to 16, resulting in an overall project of 66 units.

- Findings and General Plan Goals are located in Attachment 1.
- Conditions of Approval are located in Attachment 2.

Fiscal Impact

No fiscal impacts other than normal fees and taxes are expected.

Public Contact

Notice of Negative Declaration and Public Hearing	Staff Report	Agenda
 Published in the <i>Sun</i> newspaper Posted on the site 775 notices mailed to the property owners and tenants within 300 ft. of the project site; 31 	 Posted on the City of Sunnyvale's Website Provided at the Reference Section of the City of Sunnyvale's Public 	 Posted on the City's official notice bulletin board City of Sunnyvale's Website Recorded for SunDial

Alternatives

- 1. Adopt the Negative Declaration and approve the Special Development Permit and Tentative Map with attached conditions.
- 2. Adopt the Negative Declaration and approve the Special Development Permit and Tentative Map with modified conditions.
- 3. Adopt the Negative Declaration and deny the Special Development Permit and Tentative Map.
- 4. Do not adopt the Negative Declaration and direct staff as to where additional environmental analysis is required.

Recommendation

Alternative 1

Prepared by:

Jamie McLeod Project Planner

Reviewed by:

Gerri Caruso Principal Planner

Reviewed by:

Trudi Ryan

Planning Officer

Attachments:

- A. Recommended Findings
- B. Recommended Conditions of Approval
- C. Negative Declaration
- D. Site and Architectural Plans
- E. Arborist Report
- F. Noise Assessment Study